

Gravina Access Project

Public Involvement Plan

Project No. 36893013

Prepared for:



**State of Alaska
Department of Transportation
and Public Facilities
6860 Glacier Highway
Juneau, Alaska 99801**

Prepared by:



**HDR Alaska, Inc.
712 West 12th Street
Juneau, AK 99801**

September 1999

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Approved by:

A handwritten signature in black ink, appearing to read "Pat Kemp", written over a horizontal line.

Pat Kemp
DOT&PF Contracting Officer

A handwritten signature in black ink, appearing to read "Reuben Yost", written over a horizontal line.

Reuben Yost
DOT&PF Regional Env. Coordinator

Executive Summary

The Alaska Department of Transportation and Public Facilities (DOT&PF) has contracted with HDR Alaska, Inc. (HDR) to provide professional engineering and environmental services to support the development of improved access between Gravina Island and Revillagigedo Island in Ketchikan, Alaska.

This document is the Gravina Access Project public involvement plan, and it identifies an initial list of potentially affected interests, public involvement strategies and methods, and a schedule for exchanging information with the public to help determine the scope of and purpose and need for this project. The DOT&PF will use this document to guide the process of conducting the public and agency outreach for improved access to Gravina Island.

This public involvement plan is a dynamic document that will be updated under consultation with the DOT&PF project manager as the need arises during the project.

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1.0 Distribution and Updates

One copy of the Gravina Access Project Public Involvement Plan is located in the HDR Alaska Juneau office at 712 West 12th Street, Juneau, 99801; the HDR Alaska Anchorage office, 2525 C Street, Suite 305, Anchorage, 99503; and in the central files, Project No. 07072-144-249, Index No. 7.4.1. It can be found in the electronic files on the Anchorage Z drive shared directory as 'Ancs001'(Z):07072 DOT&PF\144\Gravina\Public Involvement\Public Involvement Plan\GravinaPIP final.doc.

Copies of the project guide have been distributed to the HDR team members listed in Table 1:

Table 1
Distribution of Public Involvement Plan

Project Team Member	Project Title
Al Steininger, P.E.	DOT&PF Project Manager
Pat Kemp	Contracting Officer
Rueben Yost	Environmental Coordinator
Eric Keen, P.E.	Program Director
Mark Dalton	Project Manager, Stage One, NEPA Analysis
Larry Kyle, P.E.	Project Manager, Stage Two, Design Development
Oliver Harding, P.E.	Project Manager, Stage Three Construction Support
Duane Hippe, P.E.	HDR Management Team
Mirek Olmer, P.E.	Bridge Engineering
Pat Burden	Economist
Anne Brooks, P.E.	Public Involvement Coordinator
John McPherson	Senior Planner
Darcy Richards	Senior Planner
Carla SlatonBarker	Staff Planner
Mary Klugherz	Ketchikan Liaison
Debbie Held	File Librarian—Juneau
Agency Contact	Agency
Mayor Jack Shay	Ketchikan Gateway Borough
Georgianna Zimmerle	Ketchikan Gateway Borough
Susan Dickinson	Ketchikan Gateway Borough
John Hill	Ketchikan Gateway Borough
Mayor Bob Weinstein	City of Ketchikan
Karl Amylon	City of Ketchikan
Harvey Hansen, P.E.	City of Ketchikan
Mayor Forrest DeWitt	City of Saxman
Steve Duncan	U.S. Army Corps of Engineers
J.N. Helfinstine	U.S. Coast Guard
Mark Jen	U.S. Environmental Protection Agency
Steve Brockman	U.S. Fish and Wildlife Service
Jim Lomen	Federal Aviation Administration
Linda Shaw	National Marine Fisheries Service

Susan Marthaller	Ketchikan Ranger District, U.S. Forest Service
Jack Gustafson	Alaska Department of Fish and Game
Steve Planchon	Alaska Mental Health Trust Land Office
Peter McKay	Department of Community and Economic Development
Mike Curran	Department of Natural Resources
Julie Penn	Division of Governmental Coordination

2.0 Project Background and Description

After many years of working for improved transportation access to Gravina Island, the residents of Ketchikan and surrounding communities have found an opportunity to complete this journey with passage of the Federal Transportation Equity Act for the 21st Century (TEA-21). The Gravina Access Project is one of the 17 high priority projects funded in the state under the TEA-21 legislation. Initial funds from this legislation will pay for an environmental analysis under the requirements of the National Environmental Policy Act (NEPA). The funds will also allow for the design of a selected transportation alternative to link Revillagigedo Island, home of Ketchikan, Saxman, and other communities, to Gravina Island, the location of Ketchikan International Airport and adjoining lands that offer recreational and development potential. Currently, a small ferry across Tongass Narrows provides the only regular access to Gravina Island for airport passengers, vehicles, freight, and fuel. Access to the remainder of the island is not available except by watercraft.

Improved transportation access to Gravina Island would improve service to the airport and allow for appropriate commercial and industrial development of the large tracts of land situated on the island. In the past three decades, studies analyzed possible crossings between Revillagigedo and Gravina islands and evaluated several types of bridge and tunnel structures for the crossing. Proposed alternatives ranged from a continuous-span bridge, to a floating swing-span bridge, a drawbridge, and an underwater tunnel.

The purpose of this study is to assess the means to improve access between Gravina Island and Revillagigedo Island in Ketchikan, Alaska. The scope of work will include providing engineering and environmental services to prepare a NEPA analysis; conducting engineering and environmental analyses and studies; coordinating with federal, state, borough, city, and other local agencies; and making presentations at public hearings and scoping meetings. Public involvement activities are anticipated to occur throughout the environmental phase and into design of the selected alternative, and, ultimately, during the construction process.

3.0 Purpose of the Public Involvement Plan

The Gravina Access Project public involvement plan has been developed to formally document the approach and methods of exchanging information with the public. This public involvement

plan covers the Stage I (EIS preparation) only. The plan will be updated prior to beginning the next project phase as public outreach requirements will change in the transition from scoping and environmental analysis to design.

In the National Environmental Protection Act (NEPA), the charge of the lead agency is to:

- (a) Make diligent efforts to involve the public in preparing and implementing their NEPA procedures.
- (b) Provide public notice of NEPA-related hearings, public meetings, and the availability of environmental documents so as to inform those persons and agencies who may be interested or affected. (40 C.F.R. 1506.6)

This public involvement plan will set forth the formal strategy for communicating with the public and other interested parties about the project. It will define the tools, timing and strategies for obtaining public and agency input. It will also define the methods for monitoring, evaluating and restructuring the plan, when necessary, to ensure a consistent level of public input.

4.0 Project Communication

Protocols for project communications will be the same as identified in the project guide. These communications include contacts with the client, public, project team, media, press, elected officials, subconsultants, and local, state and federal agencies. For clarity, this section reiterates communication protocols with specific entities and documentation.

See Appendix A for communication forms to be used on this project.

4.1 Media Communications

The purpose of this section is to establish the communication protocols for all types of external project communications—press releases, media briefings, telephone interviews as well as communications with elected officials.

For all external communications the single point of contact will be DOT&PF Project Manager Al Steinger. He may, at his discretion, request HDR's personnel to provide support.

We anticipate regular communication with the media to keep the public informed throughout each phase of the project which will allow for continued input and keep everyone informed of project progress.

4.2 Communications with DOT&PF

The stage project manager will primarily handle day-to-day communications with DOT&PF. Mark Dalton is the Stage I project manager. The HDR project manager and the DOT&PF project manager will review all public involvement communication and written communications with agencies, the client, or public. The HDR project manager shall approve all correspondence with agencies before transmitting them to the DOT&PF project manager for review and delivery.

4.3 Written Communications

All written communication between team members regarding public involvement tasks will follow the HDR standard memo format. The respective stage project manager and program manager will receive copies of all correspondence.

For external public involvement correspondence, the DOT&PF project manager and the HDR stage manager will determine together whether the correspondence will include an HDR or a DOT&PF signature. If the correspondence is to be signed by the DOT&PF project manager, DOT&PF letterhead will be used. If an HDR signature is appropriate, the HDR stage project manager will sign the correspondence after DOT&PF review. HDR correspondence will use HDR Juneau letterhead.

4.4 Telephone Communications

All team members' telephone communications will be documented on the telephone conversation record form with copies distributed to the stage project manager. The stage project manager will then distribute to the DOT&PF project manager, the program manager, the public involvement coordinator, and other interested team members as appropriate. The DOT&PF project manager will forward telephone communications to other DOT&PF management sections as appropriate.

The original record of the telephone communication shall be sent to the stage project manager for his distribution to the project files located in the Juneau office.

4.5 Record of Meetings

All external and substantial public involvement meetings will be recorded. As noted above, all meeting records will be distributed to the stage project manager, who will distribute to other team members as appropriate.

4.6 Filing of Correspondence

Each piece of original written correspondence, including telephone, email, comment sheets, and other correspondence generated to support project public involvement will be sent to the stage project manager. The project manager will send each document to file in accordance with Section 10.2 of the project guide. No original documents shall be kept in a person's individual files.

5.0 Identification of Potentially Affected Interests (PAIs)

We have reviewed documentation and correspondence from earlier planning, engineering and environmental studies to identify potentially affected interests. The partial list is presented in Table 2. This list will expand throughout the project.

Table 2
Potentially Affected Interests

General Public

Fishers
Property Owners
Recreators
Residents

Business Entities

Aero Services
Airport Shuttle
Alaska Airlines
Alaska Appraisal Association
Alaska Coastwise Pilots
Bed and Breakfast Establishments
Cape Fox Corporation
Cruise Line Agencies of Alaska
Cruise Lines
Dames & Moore (Transit Planning)
Greatland FBO Aviation Services
Haida Corporation
Hotels and Motels
Klawock Heenya Corporation
Misty Fjords Air and Outfitting
Pilots (Private and Commercial)
Pro Mech Airlines
Sealaska Corporation
Seabourne Aviation
Shaan Seet, Inc.
Southeast Alaska Petroleum Resources
Organization (SEAPRO)
Southeast Alaska (SEA) Pilots
Taquan Air
Taxi Companies
Tour Operators
USKH (Airport Master Planning)

Special Interests

Alaska Center for the Environment
Alaska Forest Association
Herring Bay Lumber
Juneau Economic Development Council

Special Interests (cont.)

Ketchikan Chamber of Commerce
Pennock-Gravina Island Association
Sealaska Timber Corporation
SE Alaska Conservation Council
Sierra Club
Tongass Conservation Society

Governmental Entities

Alaska Mental Health Lands, Trust Office
City of Craig
City of Hydaburg
City of Kasaan
City of Ketchikan
City of Klawock
City of Saxman
City of Thorne Bay
Inter Island Ferry Authority
Ketchikan Gateway Borough
Ketchikan Gateway Borough School District
Ketchikan International Airport
Ketchikan Public Utilities
Metlakatla Indian Community
University of Alaska

Agencies

Alaska Dept. of Environmental Conservation
Alaska Dept. of Fish and Game
Alaska Dept. of Natural Resources
Alaska Marine Highway System
Alaska State Troopers
Federal Aviation Administration
Immigration & Naturalization
NOAA
Postal Service
State Historic Preservation Office
U.S. Army Corps of Engineers
U.S. Coast Guard
U.S. Customs Service
U.S. Fish and Wildlife Service

U.S. Forest Service
U.S. Environmental Protection Agency

Native Organizations

Craig Community Association
Hydaburg Cooperative Association

Native Organizations (cont.)
Ketchikan Indian Corporation
Klawock Cooperative Association
Native Village Kasaan
Organized Village of Saxman
Tlingit & Haida Central Council

6.0 Special Issues and Areas of Concern

This project has been studied relatively extensively in the past, which brings special challenges to the task of public involvement for the project. We have identified a preliminary list of issues that surfaced during prior studies that will require the project to develop an appropriate response or special strategy to address the issue.

The first group of special issues or areas of concern are what we consider priority issues that will require discussion with DOT&PF to prepare an appropriate response. These issues are ones raised by both the public and agencies during the previous studies. It will be important to have developed a response prior to our first formal public meeting in Ketchikan. Developing a clear, concise response will go a long way in establishing the credibility of the project and its participants.

Priority Issues

- Why are you studying this again?
- You already did an EIS, why do it again?
- We are concerned that funding this project could jeopardize other Ketchikan priority projects ranked in the STIP.
- How is the bridge going to be paid for?
- When are you going to build the bridge?
- Why is it taking so long?
- How can you guarantee the bridge will be constructed this time?
- What makes this project different?

The second set of issues originated in prior project documentation and will likely resurface on this project. However, this set of issues does not carry a sense of urgency because these issues are elements of the project that will be addressed in the NEPA process.

Secondary Issues

- Anadromous Streams
- Crossing Options
- Endangered Species
- Floatplane traffic safety
- Future Development/Cumulative Impacts
- Historic/Archaeological Preservation
- Maintenance Cost
- Noise
- Parking (airport side)
- Pedestrian/Bicycle Access
- Rural/Remote lifestyle
- Small Boat Harbors
- Water Quality
- Wetlands
- Coordination with other plans under development (KGB, USFS, Coastal Management Plan Update)

7.0 Methods

7.1 Public Involvement Strategies

Table 3 identifies the strategies we propose to use to reach the potentially affected interests with project information. Each of the proposed strategies is described in this section along with approximate timing for using the tool. More public involvement strategies may be used than are presented below. The strategies listed are the ones we anticipate using the most.

Table 3
Public Involvement Strategies

Public Involvement Strategies			
Public Involvement Tool	Use of Tool	Potentially Affected Interests Targeted by Tool	Information Suitable for Web Site
Attend Regular Group Meetings	Get on the agendas of regularly scheduled meetings of groups and organizations in Ketchikan.	Various groups and their membership. Reaches people at their meetings where attendance would be reasonably high.	Meeting times and locations can be posted.
Cable Bulletin Board	Post meeting dates/times and agenda, changes in informational displays, etc.	All Ketchikan cable subscribers.	List on web site as possible source for project information
Graphics/Animation	Use to prepare presentations incorporating animation to allow public to "see" the improvement.	All PAIs who choose to attend meeting with animated presentations, PAIs with web site access.	Animations can be added to web site for public viewing.
Informal Meetings	Set up informal meetings to discuss specific issues related to a specific group, i.e., Tongass Aircraft Pilots Association	Under-served populations/ communities, specific interested parties.	Meeting notes can be posted on web site as appropriate.
Informational Flyers	Prepare and distribute with facts specifically targeted to special group, i.e., Tongass Aircraft Pilots Association.	PAIs identified in Section 6.0	All can be posted on web site

Public Involvement Strategies			
Public Involvement Tool	Use of Tool	Potentially Affected Interests Targeted by Tool	Information Suitable for Web Site
Issues Board	Provide comprehensive listing of issues brought forth by PAIs and track their resolution during project development.	All PAIs, agencies and public communicating w/ project team and public (as in letters to editor)	Yes
Ketchikan Project Office	Make project information accessible in Ketchikan to anyone who wants to drop by local office.	All Ketchikan PAIs who choose to drop by local office	Yes, location and office hours can be posted.
Kiosk	Place informational Kiosk in Ketchikan Mall or airport	All PAIs residing in Ketchikan	Material similar to web information
Mailing List	Prepared to allow project team to inform interested parties and general public of the project.	All Ketchikan households, identified PAIs, agency contacts, and anyone requesting information.	Can be available to project team to use as needed.
Newsletter	Prepare and distribute at key milestones in the project. Delivered via newspaper insert, mailing list, web site and extra copies available at local businesses and project office.	All PAIs on mailing list.	Yes
Postcards	To be used as meeting reminders to encourage public participation or notify them of specific deadlines	All PAIs on mailing list.	Yes, they can be posted on the web site.
Print Media	Prepare and distribute for publication articles describing project, schedule and process.	PAIs who choose to subscribe and read local publications.	News clippings or full text of press release can be posted on web site.
Program in Schools	With coordination and approval of schools, provide informal presentations to classes on bridge design, environmental issues, NEPA, and NEPA process. Students take information home to parents and stimulate additional interest.	Students and youth in Ketchikan and Saxman.	Student commentaries, products and comments can be posted in a "Junior Issues Board"
Public Hearings	Formal public hearing as required at key milestones by the NEPA process	PAIs who choose to attend formal meetings.	Meeting proceedings and recorded testimony can be posted.
Radio Programs	Project team and DOT&PF participation in local call-in talk show to educate public about project and process.	Radio listening public.	Web site can announce date, time, content and participants.
Response to Letters to Editor	Prepare letters for DOT&PF project manager's signature to clarify or inform on project issues	General public	
School Flyers	With coordination and approval of schools, provide information for students to take home	All Ketchikan PAIs who are also parents	
Telephone Conversation	Self-explanatory, ongoing throughout project. Also see Hotline (1-888-520-4886), Issues Board	All PAIs who choose to call for project team. Under-served communities targeted by project team.	Comment will be posted on web site via issues board.

Public Involvement Strategies			
Public Involvement Tool	Use of Tool	Potentially Affected Interests Targeted by Tool	Information Suitable for Web Site
Web Site	Develop for length of project, post all project documents, background, photos, schedule and contact information	All PAIs with computers, project team, agency personnel All	--

7.2 World Wide Web Site

We will develop a world wide web site for the project. The site will provide access to project information for anyone with a computer and modem. The web site will contain two parts—one for the project team to access with password control and one for others. The proposed outline of the web site information follows:

Internet Site Outline—Project Public Information No password control

- Project Summary (2 pages)
 - Summary of this project
 - Overview of previous studies
- Map/Aerial Photo of Ketchikan (1 page)
- Existing Transportation Features (1 page)
- Comment/Issues Board (2-5 pages to grow throughout the project)
- Reports/Documents (1 page)
 - Post available reports (PDF and plain text)
- Public Input Opportunities/ Meeting Dates (1 page)
- Links to other ADOT/PF & Ketchikan sites (1/2 page)
 - Southeast Transportation Plan
 - Land Use Planning
 - Ketchikan Gateway Borough
- City of Ketchikan
 - Ketchikan Chamber of Commerce
 - Coastal Management Planning
 - USFS West Gravina EIS
 - DOT&PF Home page
- Return email to project team members
- Comment sheet for download or electronic entry and response
- Include disclaimer that the project is under development.

7.3 Issues Board

An issues board is a method of tracking public comment and making sure comments are acknowledged and resolved through the process. Issues are added to the board as they are received from the public via written and oral communications. We will review the letters to the editor and add issues that surface in public media regarding the project. The issues board evolves during the course of the project. Like issues are combined, issues that will be resolved in design are passed on to the design team and so noted on the issues board, and some issues are

outside the scope of this project. The main purpose of the issues board is to allow the project team to track comments and ensure that they are resolved in the process.

Some issues will require project team review and discussion to reach consensus on how to resolve and respond. The issues board will be posted on the web site and a current hard copy maintained at the project office in Ketchikan allowing members of the public to track their concerns through the process.

A sample issues board is included in Appendix B.

7.4 Meetings

Agency and special interest meetings will be conducted at various stages during the scoping and design process. These meeting will be designed to focus on specific issues such as pilot issues with the Southeast Alaska Pilots Association (SEA) and boat safety with the U.S. Coast Guard. The agenda will be specific and the input objectives narrow in scope. These meetings will be conducted in Ketchikan, Juneau, and possibly Seattle (Cruise industry), as appropriate.

Public hearings will be conducted during the scoping process. The public meetings/hearings will combine an open house with a formal presentation and a facilitated discussion period for the public to comment in an open forum. The public meetings will be held in the Ted Ferry Civic Center or an appropriate location based on the anticipated attendance and program requirements.

7.5 Mailing List

Two mailing lists will be prepared. The first will be the agency, project team, and governmental entities list. This will include all governmental entities, agencies, project team participants, and elected officials, including the Ketchikan Gateway Borough officials. The second mailing list will be a saturation mailing list of all Ketchikan households and property owners with current mailing addresses and any individuals who request to be on the list to receive project information. Where possible, the list will be route-certified so that costs can be reduced when preparing bulk mailings. The Ketchikan Gateway Borough has offered to provide a copy of the Borough's mailing list to use for the project.

8.0 Monitoring Plan Effectiveness

Public input as required by NEPA is very important to the success of the project. The goals to inform, educate, and solicit input have to be monitored to ensure that an appropriate level of input is being received, that we are answering the public's questions, and that we are resolving issues and conflicts. We will monitor the public involvement effectiveness through record keeping, use of the issues board, and communication with the public.

Eric Keen as program manager, will perform a quarterly evaluation of the public involvement plan. This evaluation will address the effectiveness of the three public involvement elements discussed below: record-keeping, the issues board, and communication. The evaluation will be prepared in memorandum format and will be circulated to the DOT&PF project manager.

8.1 Record Keeping

For each project mailing, we will track how many were mailed or distributed (as in newsletters, flyers, or surveys) and how many calls, surveys, and comment sheets were returned in the period following the mailing or distribution. The web site will contain a counter and keep track of hits or the number of times the site has been accessed. The public involvement coordinator will discuss the returns with the respective project manager and DOT&PF and select another tool for involving the public if we feel the feedback is insufficient.

The return of public information surveys can vary from 2% or 3% all the way up to over 25% according to Northern Economics. The return depends on lots of factors such as whether the respondent is directly affected, whether the respondent filled out the survey at a public meeting (and whether food or a babysitting service was provided at such a meeting). Generally, early responses are extreme responses. Our public involvement efforts will attempt to move beyond the extremes and our strategies will be selected based on a careful evaluation of the input.

8.2 Issues Board

Another measure of the effectiveness of the public involvement program will be the issues board. Issues are added to the board as they are brought to our attention by the various potentially affected interests. The issues will be generated as a report in our correspondence database. The public involvement coordinator will obtain a copy of the issues report on a bi-weekly basis to prepare the actual issues board. To prepare the issues board, the issues will be sorted, combined where necessary and distributed for response or resolution to the appropriate team member. The issues will be resolved and responded to, directed to the appropriate phase of the project, and/or determined to be out of the scope of this project. The result is that, over the life of the project, if our public involvement program is effective, the number of issues will decrease and change character. We will be able to gage from the issues board if we are doing a good job of getting information to and from the potentially affected interests.

8.3 Communication

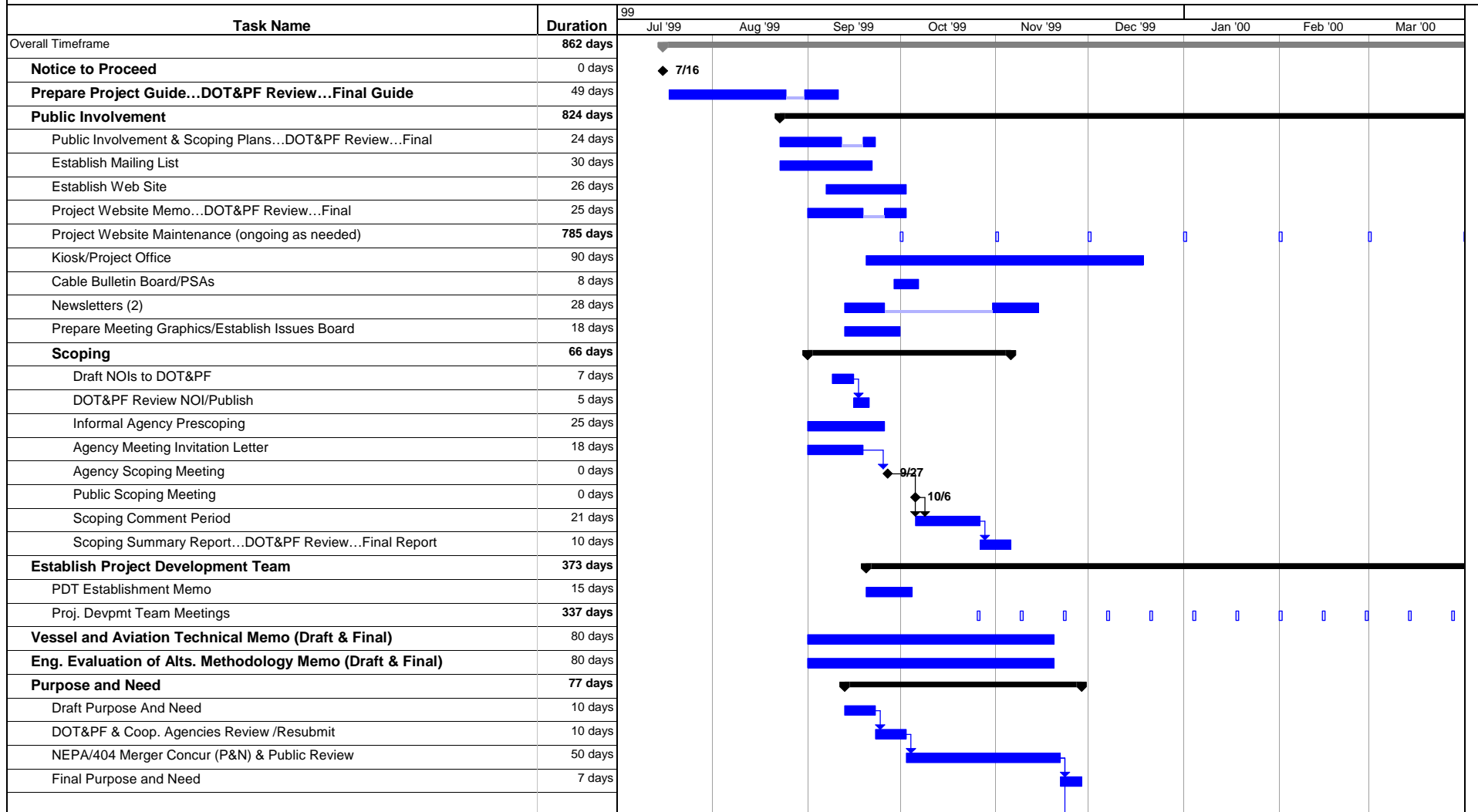
Another method for evaluating the effectiveness of the plan will be through our conversations with the public, agencies, and potentially affected interests. If our Public Involvement Program is effective, we will have several clues in the process: (1) We will not have to answer the same questions over and over—the public will be getting the information and understanding the process. (2) We will be receiving a new level of input—the public will feel an issue is resolved

and move on to another. (3) Meetings will become less contentious. (4) Groups polarized on either side of the fence will begin to work through the issues among themselves and offer suggestions.

9.0 Schedule

Figure 1 Presents the project schedule. This schedule will be updated as needed throughout the project.

Ketchikan - Gravina Island Access Stage 1 Schedule



Project: Overall Timeframe
Date: Mon 10/11/99

Task
Split

Progress
 Milestone

Summary
 Milestone

◆

Summary
Rolled Up Task

Rolled Up Split
 Rolled Up Milestone

Rolled Up Progress
 External Tasks

Project Summary

Appendix A

Sample Communication Forms

Telephone Conversation Record



Project Ketchikan-Gravina Island Access		Project No. 07072-144-249
Time	Date	File No.
Call to	Call from	
Phone No.		Phone No.
Discussion, Agreement and/or Action		

Memorandum



To:

Date:

From:

File #:

Subject:

Fax Sheet



Date 10/12/99

Number of Pages (includes cover page)

If you do not receive all the pages, please call 907-586-9833 as soon as possible.

Message To

Name

Fax number

Firm

cc:

From

Name

Job Number

07072-144-249

Telephone 907-586-9833

File Number



712 W. 12th Street
Juneau, Alaska 9980

Phone: 907-586-9833
888-520-4886
Fax: 907-586-9834

Meeting Notes



Subject _____		Sheet _____ of _____	
Project Number 07072-144-249		File Number _____	
Meeting Date _____		Meeting Location _____	
Notes by _____		Office _____	
Attendees	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
Topics Discussed _____		Action/Notes _____	

Appendix B

Sample Issues Board

Gravina Access Project Issues Identified to Date

Air Navigation. Heavy floatplane traffic in the Tongass Narrows, commercial traffic at the Ketchikan International Airport, and frequent marginal weather make airspace concerns a critical design factor for any alternative selected to improve access to Gravina Island. Floatplane operators are restricted to a small flight corridor in the immediate Ketchikan International Airport corridor area. The vertical ceiling imposed by the Ketchikan International Airport clear zone will affect crossing sites.

Marine Navigation. There is a high volume of marine traffic in Tongass Narrows by cruise ships, state ferries, airport ferries (moving across traffic), fishing vessels, freighters, tankers, barges, and pleasure-craft, as well as floatplanes traveling in dedicated “floatplane zones” to three floatplane bases. The Tongass Narrows becomes quite constricted in width near Charcoal Point. The large number of vessels within the Narrows can interfere with the maneuvering procedures required for large vessels docking at waterfront facilities. Currents can further compromise maneuvering and control of vessels docking at the ferry terminal and barge landing facilities. A clearance window must provide an adequate, unobstructed opening to allow passage for traffic under a bridge structure. The project will require extensive coordination and consultation with the U.S. Coast Guard (USCG) and possibly a USCG Section 9 bridge permit.

Wetlands. Wetlands occur in the project area, and therefore wetlands have been identified as an issue requiring further study. National Wetlands Inventory mapping is available for the project area. There are limited field-verified inventories or analyses; therefore field reconnaissance work will be necessary. The Ketchikan Gateway Borough is undertaking a wetlands/watershed management planning effort for Gravina Island under a project titled Ketchikan 2020.

Fish and Wildlife Habitat. Field reconnaissance will take place to survey uplands, freshwater wetlands, and intertidal and subtidal habitat in those areas where dredge and fill and other land disturbing activities may occur. In addition, both adult and juvenile salmon migration have been identified as an issue requiring further study. Bald eagles reside and nest in the project area. Field surveys to locate eagle nests and/or other sensitive species of plants and animals also will take place.

Water Body Modifications. The speed of the current in the project area is an issue, and therefore this and other information on currents will be gathered.

Water Quality. Marine, surface, and ground water quality are important aspects to study in this project. The project will assess the potential for roadway or other point/nonpoint source pollution.

Dredge and Fill Activities. The proposed project may include dredge and fill activities, and therefore will study the effects of any underwater excavation, dredging, and filling on

marine waters and biota. Such activities will require a Section 10 and Section 404 permit from the U. S. Army Corps of Engineers.

Air Quality. Air quality has been identified as an issue requiring further study. Previous projects did not gather ambient air quality data or conduct air quality modeling.

Noise. Noise has been identified as an issue requiring further study. Previous projects did not conduct noise impact modeling.

Development Access. Previous public testimony indicated the new construction and development on Gravina Island would create jobs, which would boost the local economy. Improving access to Gravina Island will contribute to residential, commercial and industrial growth on the island and may induce growth on Pennock Island. Some residents, particularly on Pennock Island, have expressed concern about the potential for increased land development. These issues and others have been identified for further study.

Historic/Archeological Resources. The information and level of effort needed to identify and evaluate historic and archeological resources will vary, depending on the alternatives. Most of the project area has not previously been surveyed; therefore, it is likely that the project will undertake field surveys and cultural assessment work.

Land Status. The project area includes undeveloped Alaska Mental Health Trust lands, Alaska Department of Natural Resources lands, Ketchikan Gateway Borough lands, and private lands. Coordination with local and state planning efforts will be undertaken as part of the project. The Gravina Access Project will coordinate with projects including the Ketchikan Airport Master Plan; Ketchikan Gateway Borough's Ketchikan 2020 planning process including the Gravina Island comprehensive plan, wetlands plan, coastal management plan update, and overall comprehensive plan update; Department of Natural Resources Central Southeast Area Plan; Mental Health Trust Lands Office Gravina planning; and the U.S. Forest Service Gravina Island timber sale.

Right of Way Acquisition. The need to acquire property, displace residences, and construct easements are issues requiring further study.

Traffic impacts. The potential for traffic congestion is an issue requiring further study.

Travel distance. Travel distance to the airport is an issue requiring further study.

Issues Board DRAFT

Ref.	Issue/ Comment	Raised by	Date Rcvd	Other Supporting/Non-Supporting Comment
	Air Navigation			The heavy floatplane traffic in the Tongass Narrows, coupled with frequent marginal weather, makes airspace concerns a critical design factor for a bridge. Floatplane operators are restricted to a flight corridor of a minimum of 200 feet and a maximum of 500 feet in the immediate airport corridor area. The vertical ceiling imposed by the clear zone will affect crossing sites.
	Marine Navigation			<p>There is a high volume of marine traffic in Tongass Narrows by cruise ships, state ferries, fishing vessels, freighters, tankers, barges, and pleasure-craft. The Tongass Narrows becomes quite constricted in width near Sunny Point/Charcoal Point. The large number of vessels within the Narrows can interfere with the maneuvering procedures required for docking at waterfront facilities. Currents can further compromise maneuvering and control of vessels docking at the ferry terminal and barge landing facilities. A clearance window must provide an adequate, unobstructed opening to allow passage for two way traffic under a bridge structure. The minimum clearance required may be 200 feet above MHHW to accommodate cruise ships.</p> <p>The previous DEIS stated that proposed Pennock Island crossing would restrict vessel traffic in the West channel of Tongass Narrows and preclude deep draft vessel traffic in the East channel. The local pilots expressed concern that this alternative would contribute to vessel congestion.</p>

Issues Board DRAFT

	Wetlands			<p>Gravina Island wetlands will be directly impacted by development of primary and access roads for the project. Secondary impacts will occur when other parts of the island are opened up to development for roads, housing and business sites. National Wetlands Inventory mapping is available for the project area. There are no field verified inventories or analyses, therefore field reconnaissance work will be necessary. A wetlands analysis is needed to identify the importance of the impacted wetlands and the severity of the impacts. EPA requested a functional assessment be done as part of the NEPA process for the previous EIS. The Ketchikan Gateway Borough is undertaking a wetlands/ watershed management planning effort for Gravina Island.</p>
	Fish and Wildlife Habitat Impacts			<p>Potential impacts to fish and wildlife include: loss, degradation, or modification of aquatic or terrestrial habitat. Field reconnaissance work will be required to survey intertidal and subtidal habitat in those areas where dredge and fill activities are proposed. NMFS previously indicated that the issue of potential impact of near-shore fill on migrating salmon should be addressed in the EIS.</p> <p>Bald eagles reside and nest in the project area. Field surveys to locate eagle nests and/or other threatened or endangered species of plants and animals may be required for certain alternatives. U. S. Fish and Wildlife Service and National Marine Fisheries Service have previously advised that it appears no endangered or threatened species of wildlife or terrestrial plants</p>

Issues Board DRAFT

				would be affected by the previously proposed alternatives. According to previous NMFS correspondence, potential problems to threatened or endangered species, e.g. seals or sea lions, were not indicated.	
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Appendix C

Mailing List

Name	Title	Organization/Address
Roger MacDonald	Site Supervisor	FAA KTN FSS 1800 Airport Terminal Building Ketchikan, AK 99901
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		Payless Car Rental Ketchikan International Airport Ketchikan, AK 99901
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		Petro Marine Services P O Box 389 Seward, AK 99664
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